

Message Text

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ACTION ARA-10

INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
MMO-01 EB-08 SCA-01 IO-13 INR-07 PM-04 CU-02
/067 W

-----050713Z 058635 /12

R 042030Z APR 77
FM AMEMBASSY KINGSTON
TO SECSTATE WASHDC 4641

C O N F I D E N T I A L SECTION 1 OF 3 KINGSTON 01546

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E.O. 11652: GDS
TAGS: AMGT, PFOR, JM, US
SUBJECT: PARM-POLICY AND RESOURCE ASSESSMENT FOR JAMAICA, PART II

REF: CERP 0001

1. FOLLOWING IS PART II JAMAICA PARM. PARTS I AND III BEING
SUBMITTED BY SEPTELS.

PART II-RESOURCE ASSESMENT

A. STATE.

1. EXECUTIVE SECTION. THE SMALL EXECUTIVE SECTION SERVES
ITS TRADITIONAL FUNCTION, BUT MUST (GIVEN THE EMBASSY'S THIN
STATE POL/ECON STAFFING) ALSO ENGAGE ITSELF MORE ACTIVELY THAN
NORMAL IN ROUTINE REPORTING AND ANALYSIS. POLICY OBJECTIVES
AND COURSES OF ACTION REQUIRING A HIGHER LEVEL OF DIALOGUE
WITH THE GOJ AND AN EXPANDED ECONOMIC ASSISTANCE PROGRAM
SUGGEST AN EVEN HEAVIER LOAD OF CONTACT, ANALYTICAL REPORTING,
NEGOTIATING, AND REPRESENTATIONAL ACTIVITIES FOR THAT SECTION.
ALTHOUGH THE MISSION'S EXPERIMENTAL REORGANIZATION
SCHEME (76 KINGSTON 991) PROPOSES REPLACING THE DCM
WITH A STAFF AIDE AND DISTRIBUTING THE DCM FUNCTION
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BETWEEN THE AMBASSADOR, STAFF AIDE, AND VARIOUS OTHER
SECTION HEADS, IMPLEMENTATION SHOULD BE POSTPONED PENDING
A WORKLOAD REVIEW LATER THIS YEAR.

2. POLICY AND REPORTING SECTION. UNDER THE EXPERI-
MENTAL REORGANIZATION MENTIONED ABOVE, THE EMBASSY'S
POLITICAL, ECONOMIC, COMMERCIAL, DEFENSE ATTACHE, DEA,

AND USIS OFFICES HAVE BEEN COMBINED LOOSELY INTO ONE SECTION TO PERMIT MORE EFFECTIVE CHANNELING OF ALL AGENCY RESOURCES TOWARD HIGH PRIORITY MISSION OBJECTIVES. OUR CURRENT PRIORITY OBJECTIVES OF IMPROVING US/JAMAICAN RELATIHIPS AND PROMOTING AND PROTECTING KEY ECONOMIC INTERESTS ASSURE A FULL LOAD OF REPRESENTATION, INFORMATION GATHERING, REPORTING, AND ANALYSIS FOR THE SMALL STATE DEPARTMENT COMPONENT OF THIS SECTION.

3. ADMINISTRATION. THE ADMINISTRATION SECTION SERVICES A MEDIUM-SIZED MISSION WITH A FARILY WIDE RANGE OF OTHER AGENCY SUPPORT ACTIVITIES. IF ANYTHING THE SECTION IS PRESENTLY SHORT-STAFFED AND WILL REMAIN SO FOR THE IMMEDIATE FUTURE GIVEN THE MOVE THIS YEAR TO A NEW CHANCERY, AND THE REQUIREMENT TO LOCATE AND ACQUIRE NEW OFFICES FOR THE EMBASSY'S LARGE CONSULAR SECTION. HOWEVER, NO NEW POSITIONS ARE REQUESTED. WITHIN THE ADMINISTRATIVE SECTION THE COMMUNICATIONS UNIT (2 TCU AND 2 C&R) IS AS SMALL AS PRACTICABLE GIVEN THE TRAFFIC LOAD. THE SECURITY OFFICER PLAYS A KEY ROLE IN A COMMUNITY WHERE SECURITY THREATS TO THE MISSION AND ITS STAFF ARE RELATIVELY HIGH. THERE IS LITTLE OR NO BACK-UP IN ANY OF THESE AREAS, I.E. THE ADMINISTRATIVE, GENERAL SERVICES, AND SECURITY OFFICERS HAVE NO AMERICAN DEPTIES OR ASSISTANTS.

4. CONSULAR. THE CONSULAR SECTION IS THE SINGLE LARGEST STATE COMPONENT AT THIS EMBASSY, AND ONE OF THE BUSIEST (IN TERMS OF VISA WORKLOAD) IN THE FOREIGN
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SERVICE. A RECENT AMENDMENT TO THE IMMIGRATION AND NATIONALITY ACT REQUIRED A SIGNIFICANT INCREASE IN CONSULAR POSITIONS. LTHOUGH WE ANTICIPATE THE OVERALL CONSULAR WORKLOAD WILL INCREASE, OR AT LEAST REMAIN AS HEAVY AS AT PRESENT, POLITICAL AND ECONOMIC CHANGE IN JAMAICA ARE CAUSING WORKLOAD SHIFTS WITHIN THE CONSULAR SECTION AND AN INCREASED POTENTIAL FOR VISA FRAUD AND ILLEGAL IMMIGRANT CASES. IN PARTICULAR, RECENT MONTHS HAVE SEEN A SHARP INCREASE IN IMMIGRANT VISA APPLICATIONS WHILE THERE HAS BEEN SOME FALLING OFF IN NIV APPLICATIONS TOGETHER WITH A HIGHER REFUGAL RATE OF APPLICATNS. JAMAICAN ENFORCEMENT OF NARCOTIC LAWS AND CURRENCY CONTROLS HAS ALSO RESULTED IN AN INCREASE IN U.S. PROTECTION AND WELFARE CASES IN RECENT MONTHS. WE ANTICIPATE THE ABOVE PATTERNS WILL HOLD FOR THE FORESEEABLE FUTURE.

5. WE BELIEVE THE MISSION'S EXPERIMENTAL REORGANIZATION MENTIONED ABOVE PROVIDES THE MOSTE EFFECTIVE

ORGANIZATION OF EXISTING RESOURCES. WITH THE EXCEPTION OF THE VISA SECTION, ALL OFFICES ARE LEAN WITH LITTLE OR NO BACK-UP.

6. OFFICE BUILDINGS. AS THIS IS WRITTEN THE TRANSFER OF THE MISSION'S MAIN CHANCERY TO ITS NEW QUARTERS IS BEING COMPLETED. THE NEW CHANCERY, HOUSED ON THREE FLOORS OF A NEW ELEVEN STORY OFFICE BUILDING, WILL HOUSE ALL MISSION ELEMENTS EXCEPT THE VISA SECTION AND PEACE CORPS. THE CHANCERY IS ON A SHORT-TERM LEASE, WITH ANNUAL RENEWAL OPTIONS. THE VISA SECTION (ONE THIRD OF THE MISSION STAFF) REMAINS IN A PHYSICALLY VULNERABLE BUILDING IN A

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INFO OCT-01 ISO-00 SS-15 SP-02 PER-01 SIG-01 A-01
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R 042030Z APR 77
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HIGH-CRIME AREA. THE STAFF IS EXPOSED TO ATTACK AND HARASSMENT BOTH WITHIN AND WITHOUT THE OFFICE. THE PRESENT OFFICE (WHICH IS ON A SHORT-TERM LEASE) ALSO IS INEFFICIENT IN ITS LAYOUT, AND COMPLETELY INADEQUATE WITH RESPECT TO SPACE. THE LATTER REQUIRES PLACEMENT OF THE PROTECTION AND WELFARE UNIT IN THE MAIN CHANCERY WITH CONSEQUENT LACK OF FLEXIBILITY IN ASSIGNING HUMAN RESOURCES ON A DAY TO DAY BASIS TO HIGH PRIORITY TASKS WITHIN THE CONSULAR SECTION. SECURITY, STAFF SIZE, AND OFFICE EFFICIENCY THUS ALL ARGUE FOR ACQUISITION OF A NEW CONSULAR OFFICE BUILDING AS SOON AS POSSIBLE. THE DEPARTMENT HAS CONCURRED IN PRINCIPLE, AND THE EMBASSY WILL SHORTLY PROPOSE DETAILS FOR ACQUISITION OF A NEW

OFFICE. SINCE FBO IS REQUESTING FY 1978 FUNDS FOR SITE ACQUISITION FOR ULTIMATE CONSTRUCTION OF A PROPER CHANCERY FOR ALL ELEMENTS OF THIS MISSION, THE PROPOSAL FOR ACQUISITION OF A NEW CONSULAR OFFICE WILL, IF POSSIBLE BE FOR A SITE SUITABLE FOR ULTIMATE FBO ACQUISITION, I.E. A SHORT-TERM LEASE WITH OPTION TO PURCHASE. ON PRESENT ESTIMATES, LEASE COSTS OF A NEW CONSULAR OFFICE WILL BE APPROXIMATELY \$150,000 TO
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\$200,000 ANNUALLY, WHILE SITE ACQUISITION SHOULD BE IN THE NEIGHBORHOOD OF \$500,000 FOR ONE TO TWO ACRES OF UNIMPROVED LAND, OR \$1 MILLION WITH THE CONSULAR OFFICE.

7. THE EMBASSY ALSO PROPOSES THE FOLLOWING ACQUISITIONS OF STAFF HOUSING (AT THE MOMENT ALL HOUSING IS ON SHORT-TERM GOVERNMENT LEASE OR PRIVATE LEASE, EXCEPT FOR THE THE AMBASSADOR'S AND DCM'S RESIDENCES WHICH ARE FBO OWNED). THE PRESENT AMBASSADOR'S RESIDENCE IS A CARRY-OVER FROM THE DAYS WHEN THIS POST WAS A CONSULATE GENERAL. IT IS COMPLETELY INADEQUATE FOR INSIDE ENTERTAINING AND FOR HOUSE GUESTS. THEREFORE, IT SHOULD BE REPLACED WITH AN APPROPRIATE FIVE-BEDROOM RESIDENCE AT AN ESTIMATED COST OF \$150,000. THE PRESENT RESIDENCE SHOULD EITHER BE SOLD OR TRADED. ADDITIONALLY, THREE 4-BEDROOM HOUSES SHOULD BE PURCHASED FOR SENIOR STATE STAFF WITH REPRESENTATIONAL RESPONSIBILITIES AND THREE MORE MODEST 4-BEDROOM HOUSES SHOULD BE PURCHASED FOR OTHER STAFF WITH LARGE FAMILIES. SIX 3-BEDROOM TOWNHOUSES SHOULD BE PURCHASED FOR OTHER STAFF. OWING TO DETERIORATION AND MAINTENANCE PROBLEMS NO APARTMENTS SHOULD BE PURCHASED. DATA WHICH ILLUSTRATE THAT PURCHASE OF THESE PROPERTIES WOULD REPRESENT A SIGNIFICANT SAVING TO OTHER U.S. GOVERNMENT ARE BEING PREPARED, TOGETHER WITH COSTING DATA FOR THE ABOVE HOUSING PURCHASES. THAT DATA WILL BE SUBMITTED SEPARATELY IN A FEW DAYS IN ORDER TO AVOID HOLDING UP THE REST OF THE PARM.

8. UPGRADING OF POST CLASSIFICATION. THE AMERICAN EMBASSY IN KINGSTON HAS UNDERGONE A SUBSTANTIAL TRANSFORMATION IN CHARACTER AND ROLE SINCE JAMAICA GAINED ITS INDEPENDENCE IN 1962. WHILE INITIALLY IT DIFFERED LITTLE FROM THE PRE-INDEPENDENCE CONSULATE GENERAL, IN RECENT YEARS THE EMBASSY HAS BEEN INCREASINGLY REQUIRED
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TO DEAL WITH DEVELOPMENTS INVOLVING SUBSTANTIAL U.S. POLITICAL AND ECONOMIC INTERESTS. THIS HAS INVOLVED PROMOTION AND PROTECTION OF THESE INTERESTS, AND HAS REQUIRED AN INCREASE IN REPORTING. DURING THIS PERIOD, THE EMBASSY HAS ALSO ASSUMED A NUMBER OF OTHER RESPONSIBILITIES AND HAS NOT SEEN ANY DIMUNITION OF ITS TRADITIONAL CONSULAR FUNCTIONS; RAHTER, THEY HAVE GROWN STEADILY AND WILL, AS A CONSEQUENCE OF RECENT LEGISLATION, BE MORE IMPORTANT THAN EVER.

9. IN THE CIRCUMSTANCES, WE BELIEVE THAT THE FACTORS LISTED ABOVE STRONGLY ARGUE FOR RECLASSIFICATION OF THE AMERICAN EMBASSY IN KINGSTON FROM CLASS 4 TO CLASS 3. THE TANGIBLE BENEFITS TO THE EMBASSY WHICH WOULD FLOW FROM SUCH RECLASSIFICATION WOULD SIGNIFICANTLY ENHANCE ITS CAPABILITY TO PROMOTE AND PROTECT U.S. INTERESTS IN JAMAICA, AND WOULD GIVE APPROPRIATE RECOGNITION TO THE IMPORTANCE WE ATTACH TO JAMAICA AND THE CARIBBEAN.

10. DETAILED JUSTIFICATION FOR POST RECLASSIFICATION WAS SET OUT IN A LETTER DATED 1/24/77 TO THE EXECUTIVE DIRECTOR OF ARA.

B. OTHER AGENCY PROGRAMS AND RESOURCE LEVELS.

1. AID. AID'S PRESENT PROGRAM IS SMALL. ACTIVE LOANS TOTAL US\$23.5 MILLION WHILE A \$5-8 MILLION LOAN IN THE AGRICULTURAL SECTOR IS UNDER CONSIDERATION FOR FY-1978. ON-GOING AND NEW GRANTS FOR TECHNICAL ASSISTANCE FOR THE CURRENT FY TOTAL US\$1.3 MILLION. THE CURRENT FOOD-FOR-PEACE PROGRAM TOTALS US\$2.5 MILLION UNDER A PL-480 TITLE I CONCESSIONAL SALES AGREEMENT. THERE IS ALSO A HOUSING INVESTMENT GUARANTY OF US\$10 MILLION.

2. IT IS NOT POSSIBLE IN THIS DOCUMENT TO PROJECT EITHER THE LEVEL OR THE CHARACTER OF FUTURE ASSISTANCE, CONFIDENTIAL

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/067 W

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R 042030Z APR 77
FM AMEMBASSY KINGSTON
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OR TO DETERMINE POSITION REQUIREMENTS VIS-A-VIS AN
EXPANDED US ASSISTANCE PROGRAM IN JAMAICA. THE ISSUES
SET OUT IN PART I OF THE PARM MUST FIRST BE RESOLVED
AND, OF COURSE, THERE IS A NEED FOR CONSULTATIONS
NOT ONLY WITH THE JAMAICAN GOVERNMENT, BUT ALSO WITH
OTHER POTENTIAL DONORS.

3. HOWEVER, ONE BASIC POINT CAN BE MADE. JAMAICA'S
NEEDS ARE IMMEDIATE. US ASSISTANCE, TO HAVE MAXIMUM
POLITICAL AND ECONOMIC IMPACT, (AND TO SLOW THE PRESENT
DETERIORATION WHICH WILL LEAD TO EVEN GREATER ASSISTANCE
REQUIREMENTS) MUST BE PROMPT AND HAVE AN IMMEDIATE
BALANCE OF PAYMENTS IMPACT. THIS SUGGESTS THAT WE
FOCUS NEW ASSISTANCE PROGRAMS AT THE OUTSET ON SUCH
DEVICES AS PL-480 AND PROJECT AND PROGRAM LOANS.

4. DATT. AS A CONSEQUENCE OF MODE RECOMMENDATIONS
BY THIS EMBASSY LAST YEAR, THE DATT OFFICE IS BEING
REDUCED FROM THREE TO TWO U.S. POSITIONS NEXT YEAR.
WE BELIEVE THAT THIS LEANER OFFICE WILL CONTINUE TO
SERVE A REAL NEED, I.E. INTELLIGENCE AND LIAISON
VIS-A-VIS JAMAICA'S SECURITY FORCES. CIVIL UNREST
CONTINUES AT A FAIRLY HIGH LEVEL. THE DETERIORATING
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ECONOMY SUGGEST THE ROLE OF THE SECURITY FORCES
WILL BECOME INCREASINGLY IMPORTANT--INCLUDING WITH
RESPECT TO THE PHYSICAL PROTECTION (DURING PERIODS OF
INDUSTRIAL RELATIONS STRIFE) OF MAJOR U.S. INVESTMENTS
IN THE BAUXITE INDUSTRY. GIVEN THE VOLATILE CHARACTER
OF JAMAICAN/US RELATIONS, CLOSE AND EFFECTIVE CONTACT
WITH THE SECURITY FORCES IS ALSO IMPORTANT VIS-A-VIS
PROTECTION OF THE MISSION AND ITS STAFF. A SMALL BUT
EFFECTIVE DATT OFFICE IS AN IMPORTANT ASSET IN THESE

AREAS.

5. DEA. DEA IS PRESENTLY AUTHORIZED TWO AGENT AND ONE SECRETARIAL POSITIONS. ONLY ONE AGENT POSITION IS FILLED AT THIS TIME ALTHOUGH RECRUITS FOR THE OTHER TWO POSITIONS ARE UNDER CONSIDERATION. THIS EMBASSY IN MODE TELEGRAMS (76 KINGSTON 1021 AND 2565) RECOMMENDED REDUCTION OF THE DEA OFFICE BY ONE AGENT. THAT RECOMMENDATION REMAINS VALID SO LONG AS THE JAMAICAN GOVERNMENT CONTINUES TO PROVIDE NO SIGNIFICANT COOPERATION IN THE INTERDICTION OF THE PRODUCTION AND EXPORT OF LARGE QUANTITIES OF MARIJUANA. WE STRONGLY RECOMMEND THAT THE SECOND AGENT'S POSITION NOT BE FILLED UNTIL SUCH TIME AS THE U.S. GOVERNMENT IS SUCCESSFUL IN PERSUADING THE JAMAICAN GOVERNMENT OF THE IMPORTANCE OF PREVENTING JAMAICA FROM BECOMING A MAJOR TRANSIT POINT FOR HARDER DRUGS. JAMAICAN PRIORITIES ARE PRESENTLY LOW IN THESE AREAS-- IN PART BECAUSE OF CONFUSION ABOUT U.S. PRIORITIES. WE DOUBT THAT ANYTHING LESS THAN A VERY HIGH LEVEL AND PERSUASIVE APPROACH TO THE JAMAICAN GOVERNMENT WILL CHANGE THE PRESENT SITUATION.

6. USIS. THE PRESENT USIS STAFF IS AT THE RIGHT LEVEL FOR THE FORESEEABLE FUTURE. MORE ATTENTION MUST BE GIVEN TO ACHIEVING A BROAD JAMAICAN UNDERSTANDING OF U.S. INTERESTS AND OBJECTIVES IN JAMAICA. MANY
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OF THE ALLEGATIONS AND SUSPICIONS LEVELLED AT THE U.S. BY JAMAICANS DURING THE LAST YEAR OR SO FLOW FROM A DISTORTED JAMAICAN PERSPECTIVE OF JAMAICA'S IMPORTANCE TO THE UNITED STATES, AND FROM A LACK OF UNDERSTANDING OF U.S. TOLERANCE OF IDEOLOGICAL PLURALITY. AN INCREASED EFFORT IN THIS DIRECTION HAS TO BE THROUGH THE ENTIRE GAMUT OF NORMAL USIS ACTIVITIES, I.E. MEDIA RELATIONS, GRANTS, AND DISSEMINATION OF INFORMATION.

7. PEACE CORPS. PEACE CORPS HAS DECLINED IN NUMBERS IN THE PAST SEVERAL YEARS AS A CONSEQUENCE OF TIGHTER PROGRAMMING STANDARDS, A CLOSER LOOK AT SKILL REQUIREMENTS, AND THE NEED TO MINIMIZE THE PEACE CORPS PRESENCE IN CERTAIN AREAS OF JAMAICA OWING TO THE CRIME THREAT. MOST RECENTLY A PROJECT WHICH WOULD HAVE REQUIRED FY 1977 PLACEMENT OF 35 VOLUNTEERS WAS ELIMINATED AS A CONSEQUENCE OF WHAT APPEAR TO BE ANTI-US POLITICAL DECISIONS IN THE MINISTRY OF HEALTH. A RISK EXISTS THAT SIMILAR POLITICALLY-INSPIRED CURTAILMENTS OF VOLUNTEER

PROGRAMS MAY OCCUR IN OTHER MINISTRIES. VOLUNTEER STRENGTH WILL BE AT 85-95 VOLUNTEERS FOR THE FORESEEABLE FUTURE. FIFTY VOLUNTEERS IS PROBABLY THE MINIMUM VIABLE PEACE CORPS PRESENCE IN TERMS OF LOGISTICS AND STAFF OVERHEAD. IN JAMAICA THE PEACE CORPS PRESENCE IS NOT ONLY A VALUABLE CONTRIBUTION TO SOCIAL AND ECONOMIC DEVELOPMENT, BUT ALSO IS OF HIGHLY SYMBOLIC IMPORTANCE. THE PEACE CORPS SHOULD BE CONTINUED IN THOSE AREAS WHERE WE ARE ASSURED (A) VOLUNTEERS ARE PROPERLY PROGRAMMED FOR USEFUL WORK, AND (B) THEY HAVE ADEQUATE SUPPORT FROM THE JAMAICAN GOVERNMENT. WHOULD THE LATTER WEAKEN MUCH FURHTER, WE WILL HAVE TO CONSIDER TERMINATION OF THE REMAINING PEACE CORPS PRESENCE.

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Message Attributes

Automatic Decaptioning: Z
Capture Date: 01-Jan-1994 12:00:00 am
Channel Indicators: n/a
Current Classification: UNCLASSIFIED
Concepts: CERP 0001
Control Number: n/a
Copy: SINGLE
Sent Date: 04-Apr-1977 12:00:00 am
Decaption Date: 22 May 2009
Decaption Note: 25 YEAR REVIEW
Disposition Action: RELEASED
Disposition Approved on Date:
Disposition Case Number: n/a
Disposition Comment: 25 YEAR REVIEW
Disposition Date: 22 May 2009
Disposition Event:
Disposition History: n/a
Disposition Reason:
Disposition Remarks:
Document Number: 1977KINGST01546
Document Source: CORE
Document Unique ID: 00
Drafter: n/a
Enclosure: n/a
Executive Order: GS
Errors: N/A
Expiration:
Film Number: D770117-1100
Format: TEL
From: KINGSTON
Handling Restrictions:
Image Path:
ISecure: 1
Legacy Key: link1977/newtext/t19770492/aaaadbyb.tel
Line Count: 407
Litigation Code IDs:
Litigation Codes:
Litigation History:
Locator: TEXT ON-LINE, ON MICROFILM
Message ID: 0c3c01ab-c288-dd11-92da-001cc4696bcc
Office: ACTION ARA
Original Classification: CONFIDENTIAL
Original Handling Restrictions: STADIS
Original Previous Classification: n/a
Original Previous Handling Restrictions: n/a
Page Count: 8
Previous Channel Indicators: n/a
Previous Classification: CONFIDENTIAL
Previous Handling Restrictions: STADIS
Reference: n/a
Retention: 0
Review Action: RELEASED, APPROVED
Review Content Flags:
Review Date: 24-Mar-2005 12:00:00 am
Review Event:
Review Exemptions: n/a
Review Media Identifier:
Review Release Date: n/a
Review Release Event: n/a
Review Transfer Date:
Review Withdrawn Fields: n/a
SAS ID: 2909959
Secure: OPEN
Status: NATIVE
Subject: PARM-POLICY AND RESOURCE ASSESSMENT FOR JAMAICA, PART II
TAGS: AMGT, PFOR, JM, US
To: STATE
Type: TE
vdkgvwkey: odbc://SAS/SAS.dbo.SAS_Docs/0c3c01ab-c288-dd11-92da-001cc4696bcc
Review Markings:
Margaret P. Grafeld
Declassified/Released
US Department of State
EO Systematic Review
22 May 2009
Markings: Margaret P. Grafeld Declassified/Released US Department of State EO Systematic Review 22 May 2009